Models of Practice

for Community Safety and Crime Prevention

103-05276/

Models of Practice for Community Safety and Crime Prevention

The Federal-Provincial-Territorial Working Group on Community Safety and Crime Prevention

The Federal-Provincial-Territorial Working Group on Community Safety and Crime Prevention was set up under the direction of federal, provincial and territorial deputy ministers responsible for justice. Within their work, these deupty ministers realized the need to know more about community safety and crime prevention and to develop a plan to more effectively deal with crime.

The Working Group was set up for this purpose. This booklet provides information about some of the community safety and crime prevention work being done across the country. The Group hopes these ideas will encourage and motivate all communities to establish community safety initiatives.

TABLE OF CONTENTS

Foreword 1

Introduction 3

The Problem of Crime 3

Dealing with Crime 4

What Works? Partnerships, Coordination and a Holistic Approach 5

Projects That Work 7

Municipal Liaison Visit Program 7

Justice Resource Service 8

The Quebec "Table Ronde" 10

Safe City Committee 12

Integrated School-Based Services for Children, Youth and Families Project 13

Building Safer Communities 14

Community Needs Project 15

Ottawa Police Bias Crime Unit 16

Strathcona Safety Fair 18

Community Advisory Committee — Crime Prevention 19

Youth Action Initiative 20

Kidsafe 21

Dufferin Mall 22

The Gwa 'sala-'Nakxaxda' xw Band 23

Better Beginnings, Better Futures Project 24

Mary Fix Catholic School 26

Tandem Montreal 28

Values, Influences and Peers (V.I.P.) 29

Women Abuse as a Workplace Issue 30

Moncton Headstart 32

Hotels, Crime and Problem Solving on the Beat 34

Parent Companions 35

Joyce Road Community Crime Prevention Office 36

The Law of the Land 37

Yours, Mine and Ours: Ontario's Children and Youth 39

Harambee Centres 40

The Safe Neighbourhood Initiative 41

Perry Preschool Program 43

FOREWORD

There are many crime prevention efforts, projects and activities happening across Canada and elsewhere. Many are widely known, others unknown. This document is a collection of descriptions of work that we believe summarizes valuable experiences, may initiate action and profiles some engaging "Models of Practice."

A specific and detailed set of criteria was not used in selecting the examples profiled in this document. The examples are not intended to be a comprehensive or representative listing of work in this field, nor have the examples been scientifically evaluated.

Selection was based upon the expertise and knowledge of the members of the Working Group. Thought was given to the ability of the examples to fill a void, meet a need and/or facilitate the setting up of responses to community safety and crime prevention. We also used a number of key elements identified by the Federal-Provincial-Territorial Working Group as important components in crime prevention and community safety efforts to guide our selection and act as benchmarks.

These are:

- *multidisciplinary partnerships* and *coordinated efforts* that break down traditional jurisdictional boundaries and facilitate innovative and effective ownership of issues;
- *information sharing* and *awareness* that assists others in recognizing their roles by looking at problems and especially solutions in a new and achievable way;
- *community-based action* and *leadership*.

MODELS OF PRACTICE FOR COMMUNITY SAFETY AND CRIME PREVENTION

Introduction

We have to talk about the role of the health system, the role of the family, the role of social services. We have to recognize that giving a kid a hot meal every day, that the work being done to coordinate and improve the delivery of social services, and that the role of the Status of Women Council and Health Canada in dealing with the way women are perceived in this society, have as much to do with crime prevention as putting a police officer on the street.

> The Honourable Allan Rock
> Minister of Justice and Attorney General
> of Canada

There is a growing perception in Canada that, beyond the traditional responses of apprehending, prosecuting and punishing offenders, additional measures are needed to prevent and control crime. An effective justice response to crime is essential, but overall effectiveness will not be achieved if the response is isolated from other efforts that address "root causes" or factors identified as contributing to crime and criminal behaviour.

This publication profiles crime prevention initiatives that approach the problem of crime in innovative and broad-based ways. These examples are not magic solutions. They outline ways communities can deal with problems proactively, provide ideas on how to address community concerns, and demonstrate the positive results that have been achieved by a growing number of communities.

The Problem of Crime

Police statistics provide a snapshot of crime but they are limited to reported cases. A number of surveys ask people to discuss their experiences with crime, reported or not. These self-reported victimization surveys tell us that:

- crime occurs throughout society, at all socio-economic levels, within all communities;
- property crime is reported more often than violent crime;
- much crime is committed by young people, especially males, between the ages of 12 and 25;
- certain groups are more at risk of certain crimes than others - for example, women and children are most often the victims of violence and abuse within the home and ethno-cultural minorities are more frequently the targets of hate crimes;
- certain types of crime are more likely to happen in certain areas; and
- the victims of sexual assault are usually women and children and the offenders are usually male.

Who commits crime?

Predicting and preventing crime is not an exact science. While a number of factors may increase an individual's risk of becoming a criminal, it is not possible to predict exactly who will commit crime. A growing body of research points to the interplay of many socio-economic factors that contribute to crime. These factors include lack of education, inconsistent parenting, general disadvantage and lack of adequate housing, among others. These factors, if addressed, serve to lessen their impact on individuals and decrease the likelihood of criminal behaviour.

Dealing with Crime

The Traditional Response

We have hit a plateau. Public security costs can't keep on increasing. The crime rate won't decrease if we increase the number of police officers.

Lorrain Audy, former President
Quebec Association of Police and Fire Chiefs
Former Director, Hull Police Force

The traditional response is to rely solely on the criminal justice system to play the leadership role in crime prevention and often to wait until a crime happens before doing something about it. This approach attempts to "let the punishment fit the crime," and promotes the notion that enforcement and incarceration deter and prevent crime. This approach alone has not worked. It is estimated that courts, policing and corrections cost Canadians $8 billion per year in direct expenditures. If it worked, we might be willing to say, "well, that is the cost of having a safe and secure community," but crime continues to be a major concern for Canadians.

Not only is the cost of dealing with crime after the fact very expensive, it is limited to dealing with reported crimes. Some estimates suggest that more than 50 percent of crimes go unreported. This proportion may be even higher with respect to crimes committed by someone the victims know, including violent crimes.

Crime Prevention Through Opportunity Reduction

Increasingly, police are linking up with communities, encouraging citizens to take positive action to reduce their vulnerability to crime. This has led to community initiatives to reduce opportunity for crime and to watch out for the safety of neighbours. The aim is to reduce property crime and increase community spirit and a sense of belonging.

Programs like Neighbourhood Watch are successful in reducing property crime in suburban neighbourhoods. However, these programs have less success

in communities with high crime rates or in reducing the incidence of violent crime. Efforts to reduce the opportunities for crime are limited by their potential to displace crime to a more convenient place and time.

Some opportunity reduction efforts include the planning of physical design to make cities safer. Community safety audits have become popular. These involve community members walking around their neighbourhoods at various times of the night and day to determine how an area makes them "feel" and to identify ways that things could be improved to make areas safer. Recommendations include improved lighting, site-specific landscaping, strategically located public facilities and improved sightlines.

Opportunity reduction strategies also include environmental design, that is, defining space to enhance surveillance and to promote community interaction and ownership. Some planning departments are planning communities from the perspective of the overall safety needs of residents. These efforts build support mechanisms within the community such as adequate play and recreational facilities, support programs for single parents, community daycare and social service centres.

Such site-specific planning has also been used within city and community cores with zoning for varied use of property combining commercial and residential use. This ensures a range of activity on the street at various times, and this in itself contributes to crime prevention and reduces the fear of crime.

Crime Prevention Through Social Development

Crime prevention should be perceived not as an expenditure, but rather as an investment.

> Serges Bruneau, Coordonnateur général
> Tandem, Montréal

There is a well-established body of research that identifies a number of factors that contribute to crime. Crime prevention through social development strives to alleviate the effects of these factors. It includes initiatives to reduce poverty and to increase the availability of proper housing, employment, educational opportunities, and adequate play and recreational facilities. Some of these measures include the integration of services and ensure access to social and health services, especially for vulnerable groups.

This approach acknowledges that a number of factors make people more at risk - a whole range of antisocial behaviours, including criminal acts. When these factors are addressed, crime can be reduced and other beneficial results may be realized, including:

- less truancy in schools
- fewer health-related problems
- increased and better employability
- independent living
- effective parenting
- productive, contributing citizens

Some research indicates that long-term, genuine prevention programs, such as early investment in children, support to families that face familial, economic and/or other social problems, as well as stay-in-school projects and work and training programs, have a positive impact and are cost-effective.

What Works? Partnerships, Coordination and a Holistic Approach

One of the reasons it is so hard to coordinate and target services to the people who need them is that we have services in these little boxes. Education is over here, addictions is over there, welfare is over there; and whether you are a victim, an offender or a first-time offender, you tend to go shopping for services, which are often delivered from contradictory philosophies. So, we do need some really broad structural changes.

> Jill Lightwood, Former Coordinator
> Justice Resource Centre
> Department of Justice and Attorney General
> Prince Edward Island

Crime prevention and community safety initiatives cannot be packaged as a one-time solution that can be applied in every community and for every problem. Instead, crime prevention should be viewed as a process of community building, community involvement and innovation to deal with a range of issues and a variety of interests.

Effective justice responses remain necessary to manage those who commit crimes, deliver rehabilitative services to offenders, deter others and enhance the protection of society. Reducing the opportunities for crime discourages potential offenders. Strong communities lessen the isolation of individuals, assist in developing respect for the property of others, and enhance community spirit and a sense of belonging. Social development efforts help alleviate the effects of a whole range of factors that pressure families and communities.

Crime prevention efforts contribute to achieving safer communities. Approaches must be comprehensive and provide a variety of solutions to a myriad of problems. To avoid duplication and maximize effectiveness, these efforts must be appropriate to the problem and well coordinated. Often, this will mean that at the neighbourhood, community, regional, provincial and national levels, there must be a shared vision of community safety and a willingness to work cooperatively.

Crime prevention strategies are most effective when they evolve from a perceived need in the community and involve community members coming together around a common cause, where crime prevention practitioners provide information, support and expertise and where community members are actively involved in determining program response and/or program delivery.

Many programs will require the cooperation of the community, police and interdepartmental and intergovernmental agencies in the planning, resourcing and delivery of crime prevention initiatives. More and more companies are contributing to these efforts, becoming major stakeholders in community safety. Crime prevention societies, advisory councils, social development boards, and other coordinating mechanisms are being established to enhance community planning and development capacities to better determine and meet community safety needs. Examples of some of these coordinating and planning mechanisms are included in this document.

Communities and crime prevention practitioners have identified a need for greater sharing of crime prevention and community safety experiences and specific ideas of how to solve neighbourhood problems. By highlighting some programs that have been developed it is hoped that this information will serve as a catalyst to develop effective ways to prevent crime and increase the involvement of the community in these efforts.

■ PROJECTS THAT WORK

Municipal Liaison Visit Program

Newfoundland

Background

This program was initiated by the Royal Newfoundland Constabulary (RNC) to open lines of communications between the police and local councils. The RNC recognized that certain problems and issues are unique to communities and wanted to establish a formal mechanism to ensure regular updates and discussion between them on priorities, concerns and responses. The program established an important partnership between the police and municipal government and involves municipalities in community safety efforts.

Description

The St. Johns's jurisdiction of the Royal Newfoundland Constabulary includes two city councils and nine town councils. The jurisdiction has both rural and urban communities that have unique characteristics and experiences with crime. The liaison program helps deliver specialized services to meet unique local needs.

In this program, a commissioned officer and sergeant are designated as liaison officers for each council. The commissioned officer meets with the city or town manager or a designated council member every three months, while the sergeant meets with one of these officials every month.

Issues of safety, policing and/or problems being experienced within the community are discussed. These meetings provide the opportunity to discuss actions taken in response to the issue and any apparent results.

The liaison officers submit reports based upon their visits, drawing attention to issues and problems that the police can address. Copies of the report are sent to the respective police sections, and also to the Office of the Chief of Police and deputy chiefs.

Achievements

The program has been in operation since early 1993. It has opened lines of communication and improved relations between municipal officials and decision-makers and enhanced the ability of the police to respond to community needs and priorities. It has also resulted in a number of proactive community-based initiatives.

Conclusion

The Municipal Liaison Visit Program is an example of linking services together to address priority community problems. It is based upon the regular duties of police and may lessen rather than increase the workload of officers by allowing them to anticipate problems and respond more quickly to priority issues.

Justice Resource Service

Prince Edward Island

Background

The concept of community involvement in criminal justice issues inspired the creation the Justice Resource Service in 1982. Victims of crime, vandalism, and domestic violence were initially identified as areas of concern that required special consideration and action, including community involvement and public education. The Service developed with the cooperation and financial support of the Solicitor General of Canada.

By 1985, the Community Legal Information Association was established to deal with public legal information. In April 1989, the Victims Services Program was established as a province-wide program, and the Victims of Crime Act was proclaimed in September of that same year. Several interagency groups involved with family violence issues continued to meet and evolve. These groups had grown out of a process also facilitated by the Justice Resource Service. In 1991, a Provincial Family Violence Prevention Coordinator position was created.

From approximately 1987 to the present, there has been a growing amount of support for more emphasis on prevention, and efforts which emphasize crime prevention and community safety have been ongoing. The approach that has always been taken seeks to build on existing structures, emphasizes relationships and communication, and recognizes the potential for citizen involvement. A fundamental principle is the ability of communities to solve their own problems.

The application of a social development model by a criminal justice agency implies the recognition by justice personnel of the interdependence of the criminal justice system and the community. The activities of focus for the Justice Resource Service have been identified as areas where the criminal justice system had not been successful utilizing traditional law enforcement and judicial procedures. The specialization required for the "system" of justice had a tendency to compartmentalize both the personnel within the system and the justice system itself from other major social systems and from the community at large. The desire to involve the community also stimulates a vision of a truly safe community.

Description

The service is a province-wide resource which undertakes a wide range of activities to support the overall administration of justice and delivery of correctional programs. Current activities primarily involve further promotion, coordination and support to:

- crime prevention and community safety efforts, including a long-term provincial strategy;
- continuing efforts to deal with the impaired driving issue, including a long-term provincial strategy;
- assisting Justice and related services in addressing violence and abuse issues, particularly in the context of the criminal justice response to family violence; and
- continuing prevention, community development and interagency approaches in supporting traditional Justice services as well as involvement of community organizations.

Achievements

- Coordination of Provincial Crime Prevention Month (November) for the past eight years, which has included many diverse activities and events and has facilitated a wide array of partnerships for the task of crime prevention and community safety
- Bestowing annual Provincial Crime Prevention Awards on individuals or organizations who have made an outstanding contribution to crime prevention in the province

- The merging of a Provincial Strategy on Community Safety and Crime Prevention which is hoped to begin its development/ training phase in the spring of 1995
- Making a wide range of information available to Island residents and agency personnel concerning criminal justice issues and the operation of the criminal justice system on P.E.I. (e.g. conferences, workshops, brochures, consultations)
- Development and demonstration of a youth network committed to community crime prevention (lack of continuity of resources precluded the continuation of this movement) - the network evolved from the National Youth Conference on Crime Prevention in P.E.I. in 1987 and the follow-up events (e.g. conferences and workshops)
- Providing information, consultation, planning support and administrative assistance to numerous community-based initiatives on substantive criminal justice problems
- Providing training to professionals and the public on issues such as domestic violence, cross-cultural sensitivity, conflict dispute resolution and mediation
- Involvement in a wide range of studies, committees, projects and assignments which have placed the service in a central linkage role with respect to all interests

Conclusion

It is hoped that the current reform of the health system in P.E.I., which the Justice Resource Service is a part of, will continue to provide a conducive milieu for the Service to further provide an essential coordinating mechanism to facilitate and support local community action and involvement in crime prevention and community safety efforts.

The Quebec "Table Ronde"

Quebec

Background

Crime prevention has been an important issue in Quebec for the past 10 years. Regional Crime Prevention Committees have been in operation since 1971 and have evolved to attract a broad range of partners. In 1985, crime prevention was officially placed on the agenda of the ministère de la Justice. In 1988, the Solicitor General of Quebec carried out consultations on crime and its prevention in 11 cities and towns. He committed himself to developing a departmental policy on the subject. He noted that:

- additional resources should be spent on prevention;
- expertise and evaluation programs should be developed; and
- steps would be taken to encourage municipalities and stakeholders to work together more closely.

In April 1990, the "Direction de la prévention" was created within the ministère de la Sécurité publique. An initial draft policy was submitted to the Minister of Public Security in September of 1990. The first provincial seminar on prevention was held in October 1991.

In the meantime, the February 1992 Sommet de la Justice was being organized and crime prevention was placed on the agenda. In substance, the Minister of Public Security wanted the department to establish a practical, realistic policy based upon knowledge of the causes of crime and work in the field of prevention. He also announced that he would set up a Task Force to assist in the development of this work.

The "Table ronde sur la prévention de la criminalité" (Task Force on Crime Prevention) was established in August of 1992 and involved representatives from more than 40 organizations with a stake in community safety. Members were drawn from municipalities, community and school organizations, universities, police departments, police unions, government departments and agencies.

Description

The Task Force was mandated to supply the Minister of Public Security with ideas and recommendations for the drafting of a crime prevention policy, in keeping with the responsibilities conferred upon the Minister by law. Specifically, the Task Force was asked to:

- identify crime prevention needs;
- list and assess the work accomplished by those involved;
- identify the causes of crime;
- gather the opinions of experts and examine policies and experiments from outside Quebec;
- identify the contribution expected of those working within the field of the ministère de la Sécurité publique;
- identify the contribution expected of those whose action is not directly within the field of the ministère de la Sécurité publique but whose role is deemed essential;
- identify the best means for developing a policy; and
- identify the nature and possible functions of the organizational structure that could be required to ensure stability, continuity, effectiveness and coherence of action on the provincial, regional and municipal levels.

The Task Force set up an Executive Committee to oversee the entire initiative and created subcommittees responsible for specific matters. The work was supported by staff of the ministéré de la Sécurité publique.

The Task Force met with a broad range of experts, organizations and citizens to learn about the problem and their perceptions. This consultation was carried out in five regional community meetings organized by crime prevention committees. A questionnaire was also published as an advertising supplement in the print media. Research material

was reviewed and the Task Force members contributed their expertise as well.

Achievements

The Task Force delivered its report, "Partners in Crime Prevention: For a Safer Quebec," in April 1993. Key conclusions of the work of the Table ronde were that:

- prevention is as important as the repression of crime;
- the focus should be equally divided between three components of crime prevention: social development, opportunity reduction, and education to instill responsibility;
- the key is shared responsibility and partnerships between levels of government and the community; and
- the provincial government must support local communities through crime analysis and research on causes, effective initiatives, evaluation, pilot projects, and so forth.

The Report, released in August 1993, listed 25 recommendations that focus on:

- the areas in which action must be taken;
- the conditions for the success of these actions; and
- the structures most likely to foster achievement of identified objectives.

In response, the Minister of Public Security made the following commitments:

- the work would be given high priority;
- the community safety budget would be increased through a shift in resources;
- the department would develop a plan for implementing policy measures; and
- funds would be set aside for a few pilot projects.

Conclusion

In the words of the Report,

> The recommendations of the Task Force are aimed, for the most part, at providing crime prevention with a solid foundation. At the grassroots level, the municipalities provide local leadership in their communities. At the top is a department that refuses to take the place of communities, but is firmly resolved to support and encourage them.
>
> It is urgent that we act.

The "Table ronde" experience is an excellent example of stakeholders working together to develop and move towards a common vision. It demonstrates the importance of government involvement and support of this work and is respectful of the mandates and contributions of all stakeholders.

Safe City Committee

Toronto, Ontario

Background

The Toronto Safe City Committee was created by the Toronto City Council in 1989. It was established in response to growing concerns about safety within the city. The efforts became very focused in response to incidents relating to a serial rapist. A women's action group met with local councillors to address violence against women. Councillor Barbara Hall of the City of Toronto worked with others and developed a Safe City Report. The Report had 37 recommendations, all of which have been met, including a recommendation to establish a Safe City Committee.

Description

The Safe City Committee has a mandate to prevent violence against women and other vulnerable communities in homes, in the workplace and on the streets.

The committee has a board of 20 representatives from community organizations and three city councillors. The committee meets monthly and is supported by a secretariat within the Planning and Development Department of the city. It has one permanent staff person to coordinate the work. Other staff are hired on a term and/or project-to-project basis, while existing staff from within the city carry out various tasks.

The Safe City Committee has three general functions:

- advocacy through the identification of issues relating to violence prevention and advising the city about policies and programs;
- education and community development delivered through workshops and forums on safety issues and through displays, pamphlets, speaking engagements and general advice to the community; and
- identification of the sources of information and the linkage to information within the city and throughout the world on specific issues. The committee has a safety resource library, open to the public, on safer communities, anti-violence initiatives, workplace violence, sexual assault, safety issues relating to housing, transportation, and parks, and issues of abuse.

The committee has been successful in influencing municipal government policy and in generating community development initiatives.

Achievements

Since 1989, the committee has achieved a number of successes, including heightening awareness and understanding of violence issues and ensuring their place on the municipal agenda.

The committee has organized a number of community events, including "Green Spaces/Safer Places: A Forum on Planning Safer Parks for Women" and "Everybody's Business: A Forum on How Business People Can Help Make Their Communities Safer."

The committee was also successful in achieving a new planning policy that includes safety issues as a key consideration in new developments. It developed and established the "Breaking the Cycle" grants program, which funds 57 community-based projects, develops prevention activities and increases access to services for immigrant, visible minority, disabled and marginalized women.

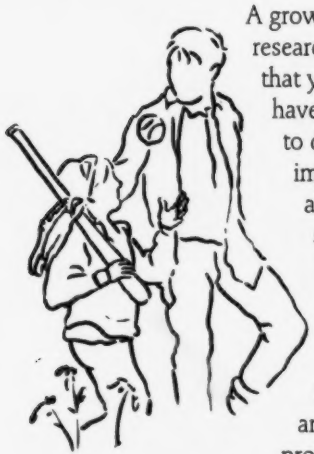
Conclusion

The Toronto Safe City Committee has become an integral part of the normal functioning and responsibilities of the city. It is not an "add-on" that operates outside of the city as an interest group trying to influence objectives but instead is an equal player that has an identified and respected role within the city structure.

Integrated School-Based Services for Children, Youth and Families Project

Saskatchewan

Background



A growing body of research demonstrates that young people often have a number of issues to deal with that impinge upon their ability to arrive at school ready to learn. The Minister of Education in Saskatchewan acknowledged that many students are burdened with problems and that the role of schools must expand from a primary focus on teaching academic subjects to addressing broader needs. Poor health and nutrition, substance abuse, parental neglect, illiteracy, family breakdown and family violence are a few of the issues that are a daily reality for many children.

Children, youth and families do not experience stress and problems in isolation. Many of the problems are complex and are related to the environments in which students live.

Description

The Minister of Education initiated an Integrated School-Based Services for Children, Youth and Families Project to assist the school and the community to form partnerships with a range of social agencies, to address needs of students and to make the best use of existing community resources. The program recognizes the situations in which young people and children live, and is designed to create a response or support system that is connected to the realities of their lives. The challenge is to rethink how services are provided, not simply to agree on who delivers the services.

The project is targeted to develop new partnerships between schools, Indian and Métis authorities and aboriginal service providers, government and non-government organizations, and the community to meet the needs of children, youth and their families. The initiative will:

- target high-risk youth;
- have an emphasis on prevention and early intervention;
- focus on the child within the context of his/her family and community; and
- provide training to agencies and organizations as new configurations of service delivery are formed.

The Integrated School Based Services for Children, Youth and Families was developed as a major avenue for coordinating activities. The Program is designed to assist communities and groups by providing "seed money." A number of negotiations are underway with government and non-government organizations to implement projects.

Achievements

This is a relatively new initiative and the province is conscious of the need of long-term commitment in order to bring about changes and investment for the future. Saskatchewan has developed a criterion for funding and is entering into agreements with a number of communities.

Conclusion

The program is an excellent example of using collaboration and cooperation to deliver services to those in need. The project strategically links services, and targets the individual within his/her own personal context. In addition, the project provides retraining for new working relationships for the organizations involved.

Building Safer Communities
A Conference to Build a Northern Network for Crime Prevention

British Columbia

Background

In May 1991, the Tamitik Status of Women group collaborated with the B.C. Coalition for Safer Communities to host Kitimat's first Building Safer Communities Conference. The two-day conference helped develop ways participants could work together to address crime prevention. Participants were asked to contribute ideas on how a northern network for crime prevention could be established to further enhance this work.

In 1992, the Tamitik Status of Women expanded their advisory committee and met monthly via teleconference to discuss how best to proceed. Group members wanted to build on the work and recommendations of the first conference and to develop a plan on how to establish a northern network for crime prevention.

Description

A conference was held in October 1993 in Kitimat, B.C., to provide information on specific community safety topics and to build a northern network for crime prevention.

Approximately 100 people from 20 northern communities and 43 organizations and agencies attended the conference. Participants endorsed the need for a northern network to share and exchange ideas, and to support each other's efforts. They also wanted to use the network to coordinate services at the community level.

Achievements

The Network has been established and remains in contact through face-to-face or teleconference meetings and regular print communications. Group members are developing strategies to address specific crime prevention issues and to overcome special northern barriers to networking, information sharing and coordinating efforts.

Conclusion

Many communities were struggling to improve community safety and crime prevention. Mainstream information from southern and urban communities was not of great assistance, as the barriers and problems unique to the North were not being addressed. The Northern Network for Crime Prevention has led to meaningful exchanges between communities experiencing similar problems. The Network has managed to break down the barriers of isolation and limited access to relevant information.

Community Needs Project

Ontario

Background

A social housing community in Ontario experienced several high-profile, serious crimes that received extensive media coverage. This increased existing fears and concerns about safety within the community and the surrounding area. In fact, fear of crime was not new to the community itself, but it attracted little attention from the broader community.

Relations with service agencies were poor and the community was unwilling to work with the police and other agencies due to fear of reprisal from "thugs."

Under the leadership of the city councillor for the community, city staff were asked to contact the community through the residents association to discuss ways to address these serious problems.

Description

It quickly became obvious that people were fearful of discussing criminal activity. In response to this fear, small consultations were held with residents to discuss general issues of concern within the community.

These discussions found that:

- more than 50% of the residents were under the age of 18 and there were no play and recreational facilities;
- about 75% of the families were headed by single mothers with little job and life-skills training; and
- many of the children received inadequate diets, especially lacking fresh fruits and vegetables.

Casual meetings and discussions led to an elaborate program of volunteer involvement and donations. These resulted in a number of interrelated projects to help people meet their needs and learn how to access community resources.

The projects included:

- using a nearby empty tract of city-owned land to create a vegetable garden, maintained by interested residents and used to teach gardening and to supplement the supply of fresh vegetables and fruit (some of the garden products were used to run a child-parent luncheon);
- securing a housing unit to be used as a community centre and meeting place;
- designating rooms of the unit for a community daycare centre;
- coordinating the daycare schedule with classes in life skills, financial and other training for mothers, also offered in the housing unit.

People learned how to use existing services to address the issues of concern within their lives. As the community became more cohesive, acquainted and involved, they were more willing to interact with official agencies, including the police, to target criminal problems within the community. Problems decreased in severity and number. Longer-term options and opportunities were made available, especially to young people in the community.

Achievements

The residents were able to establish a sense of community and break down the isolation and fear of many residents. By addressing individual needs not particularly related to criminal problems within the community, more residents were confident enough to become involved. More serious problems were addressed as the project matured. In addition, the focus on the individual, and the leadership and ownership by residents, avoided a cumbersome committee process that often gets bogged down in issues of ownership and "turf."

Conclusion

This community proved that many solutions lie within the abilities of individual citizens. When communities are provided with the appropriate information, with a small investment in skill building, a range of community issues can be addressed. This is an excellent community development model that was able to avoid the roadblocks of "turf" and ownership.

Ottawa Police Bias Crime Unit

Ottawa, Ontario

Background

During the summer of 1989, a young man, perceived to be gay, died as the result of a brutal attack. The Ottawa Police and the gay and lesbian community met and, through ongoing dialogue, a committee of police and community was established to address gay/lesbian violence.

In addition, the Ottawa Police began to suspect a pattern of hate-motivated crime in communities throughout the city. Since these incidents are recorded by type of offence, and not motive, it was difficult to have an exact understanding of the incidence of these crimes.

In November of 1992, a joint police/gay and lesbian community delegation visited the Boston Police Department to learn about their Community Disorders Unit, set up to handle racial incidents. Based upon this visit and a number of other consultations, it was recommended that the Ottawa Police establish their own Bias Crime Unit.

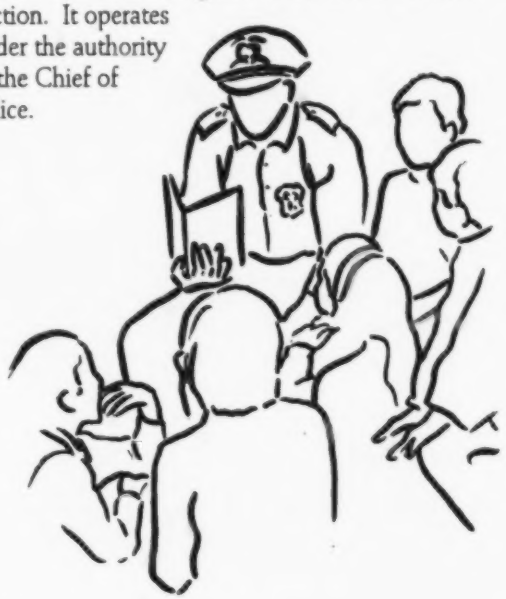
In January of 1993, the Chief established a Bias Crime Unit. It was specifically designed to help the police ensure that all citizens could feel safe, without fear of harassment.

Description

The Bias Crime Unit, one of the first of its kind in Canada, addresses crime and racial incidents motivated by bias against race, nationality, ethnicity, religion or sexual orientation. It was developed in partnership with the community, incorporating stakeholders' advice and input as to the structure, functioning and mandate of the unit. The goals of the unit are to:

- statistically track and identify incidents of hate crimes in Ottawa by race, religion, ethnicity, sexual orientation or disability;
- provide specialty investigation in the area of hate-motivated violence and organized hate groups;
- educate the community at large, including schools on the issue of bias crime and of prejudicial intolerance, particularly in areas where bias could lead to criminal acts;
- monitor organized hate groups and network with other agencies and organizations carrying out similiar work; and
- build community-based partnerships to foster confidence in police services.

The unit is a component of field operations and reports to the Staff Sergeant of the Youth Services Section. It operates under the authority of the Chief of Police.



Achievements

The unit has met with great success. It is an achievement to have established one unit solely responsible for responding to this issue and to provide it the attention needed to develop understanding and effective responses.

The unit has been praised by groups from within the community that are often the targets of bias crime. Community members have commented that it is as much a product of their input and ideas as that of the police. The community has also noted the unit's effectiveness by allowing it the flexibility to respond quickly and to take decisions immediately, within a hierarchical structure. The need, not the structure, has determined its functioning.

Through the compilation of statistics based on incidents, research and experience in working in the field, the unit has developed a good understanding of bias crime. Unit members have used the opportunity to meet and work with relevant groups and have established ongoing liaison to gain advice and feedback. This information is used to better target the service to the needs of the community. The unit has become a recognized source of expert advice that is shared with other cities and communities.

One great achievement is the links it has built with affected communities, communities that have been traditionally anti-police.

Conclusion

The Bias Crime Unit is a good example of police response to changing issues and needs within the community. The unit was set up to give special attention to this type of crime and to avoid hate and bias crimes from going unnoticed or unrecorded. This has led to better understanding and a more effective response.

Strathcona Safety Fair

Vancouver, British Columbia

Background

The idea of holding a Safety Fair arose from a neighbourhood group that was formed to address safety concerns. The group was established to promote neighbourhood safety, resident security, and to provide a forum for residents to participate in decision-making on issues concerning the neighbourhood. This group contacted others involved in safety-related projects to gain their support for and involvement in the Safety Fair.

Description

The Fair was organized to assist residents, businesses and service providers to work together to find ways to take control of their environment and their own safety within the community. The theme of the fair is "Taking Control."

Information booths were educational and interactive. Participants were provided a map of the fair site and as they "experience" each display, their participation is noted on the map. The displays were developed to provide "learning by doing" and were targeted to different age groups, especially to encourage youth participation. For example, booths included,

For children:

- a puppet show and question station;
- a musical safety song and a safety puzzle station;
- a theatre intervention about domestic violence;
- a mime regarding safety; and
- cartoon characters telling stories about being safe.

For youth and adults:

- information booths about victim assistance, Neighbourhood Watch and Block Parents;
- a practical demonstration about needle exchange;
- a questionnaire and presentation regarding the police drug kit;
- protecting your property demonstration and information;
- personal health and safety practices and strategies;
- community crime profiles; and
- information and services targeted to at-risk and special interest groups.

Achievements

The Safety Fair initiative led to collaboration between new partners and heightened awareness of the safety measures residents can implement. This was achieved by empowering the community with knowledge.

The Safety Fair solidified the work of the group and it has taken on a number of other projects to improve safety. These projects include environmental design to improve safety through lighting, appropriate landscaping and use of signs.

The Committee plans to work with an even broader range of people to develop a strategy for many other issues in the neighbourhood, such as encouraging community policing and accountability for sex trade workers and fighting the drug trade.

Conclusion

This community-based activity involved a broad range of partners in community safety efforts and helped to provide practical advice . The Committee is determined to promote a safe, secure and accountable community. They will expand to include as many stakeholders as possible.

Community Advisory Committee — Crime Prevention

The Pas, Manitoba

Background

In June of 1991, the Mayor and Council members of The Pas, Manitoba, met with the Minister of Justice of Manitoba, the Director of Special Prosecutions and Programs of the Department of Justice and members of the local RCMP detachment to discuss crime prevention in The Pas and the surrounding area.

At the conclusion of the meeting, it was agreed that the Department of Justice would assist the community of The Pas in designing a crime prevention model for community-based policing. Another meeting took place to further develop the idea. Both traditional and consultative models of policing were explored. It was agreed that a consultative model of policing would meet some of the needs of The Pas and move the community towards a solid base for a community safety and crime prevention strategy.

Description

This initiative was developed within a framework committed to a shared responsibility between the police and the community for crime prevention and community safety. A Joint Community Crime Prevention Committee (JCCPC) was established, composed of police commissioners from each community council. Each member of the JCCPC is responsible for setting up a Community Consultative Group (CCG) in their community that reflects the diversity and interests of residents. The CCG is an active partner in decision-making for the priorities, allocations and implementation of police services.

The JCCPC meets monthly and receives submissions from local CCGs to discuss community issues and concerns. At each meeting, a review of crime and crime trends in each community is discussed, as well as any new initiatives developed since the last meeting.

Upon the implementation of a community consultative model of policing, community concerns are more directly considered, and thus each community's distinct policing needs are addressed. This model ensures that the responsibility for policing and related crime prevention services is shared by the community in partnership with the police and other departments and individuals.

Achievements

- Scarce policing resources are shared, resulting in a more effective and efficient police service.
- Local accountability has been established, resulting in improved and tailored services.
- Community involvement and collaboration has involved a broader range of partners and established shared responsibility. This has meant more creative and successful problem-solving.
- Problems are considered in detail from many perspectives, which has resulted in specific identification, improved understanding and real problem-solving through coordinated effort. Problems are not simply shifted from one community to another.

Conclusion

The collaboration from the inception of this initiative resulted in effective community partnerships that led to tailored and productive service delivery by the police. The process employed has laid a strong foundation for continued collaboration around policing with the potential for a similar process to address other community concerns.

Youth Action Initiative

Ottawa, Ontario

Background

The Crime Prevention Council of Ottawa is a community organization set up to encourage the involvement of the public and municipal government in crime prevention programs and activities. In their work, the Council found that youth crime was often the major concern of citizens. In response, the Council designated a Board position to a youth director with responsibilities to establish a youth subcommittee, with young people as members, to develop a youth crime prevention strategy.

After consulting with young people, including at-risk youth, the subcommittee found that young people were keen to address their own crime concerns but wanted a process in place to provide such an opportunity. The Youth Action Initiative is one of the responses.

Description

The Youth Action Initiative comprises the following elements:

- developing a "Youth Action Pack," a package of written information that helps young people organize themselves to address crime concerns and to stimulate youth activity;
- organizing a workshop of young people to promote the action pack and provide training to encourage the setting up of youth action groups; and
- providing follow-up support and advice and the publication of a regional newsletter to share information and create momentum.

The Youth Action Pack contains information on:

- the role of young people in crime prevention;
- how to set up and run a youth action group; and
- issues identified by youth as being important and how to deal with them, including examples (i.e., date rape, drug abuse and bullying).

The initiative, including the Pack, was promoted in a day-long workshop of young people from schools in the area. It provided practical advice on how to research an issue, develop an action plan, and get the plan going. In a final session, workshop participants were asked to make commitments through written proposals, with timelines on the steps they would take to establish a group in their school or community.

As a final step, a Crime Prevention Council staff person worked with young people in schools to set up youth action groups. The follow-up included plans to publish a newsletter to share information and motivate further work. The initiative involved young people at every step, from organization and delivery to follow-up.

It is important to note that the underlying premise of this work is that young people design, develop priorities, own and carry out the work of their youth action group. In order to set the tone, the planning and development of the entire Youth Action Initiative applied the same philosophy. Young people are the key players at each step of the initiative, from organization and delivery to follow-up.

Achievements

The Youth Action Initiative was welcomed by a local school board as an important opportunity for youth activities within the school structure. The workshop was a success and has resulted in a number of young people setting up youth action groups. Follow-up activities are soon to start, and other school boards and youth organizations are interested in having the initiative introduced and promoted.

Conclusion

The Youth Action Initiative is based on the concept that young people themselves are most capable of identifying and developing solutions for their problems. This is a model of empowerment that could be used by any group and any issue. The initiative helps in developing a structure, being supportive of that structure and allowing the people involved to take care of the rest.

Kidsafe

Vancouver, British Columbia

Background

The Broadway corridor of Vancouver is an unstable area of the city and reports the lowest income levels in Canada. The area is notorious for a high crime rate and unsafe streets. Children in this community are exposed to alcoholism, drug abuse, violence and prostitution almost daily. Last November, all of these issues came under scrutiny when an eight-year-old boy was brutally beaten. This terrible incident pushed to the forefront the many challenges children in this community face.

As a result, for the first time, these children-at-risk will be offered a safe summer haven through the "KidSafe" project.

Description

The purpose of the KidSafe project is to create a safe haven for inner-city, at-risk children in times of need and to provide a place where they can have meals, receive clean clothes and gain the opportunity to particpate in sports, field trips and arts and crafts - all developed with the aim of fostering creativity, healthy interactions and socially healthy interests.

The Vancouver Sun Children Fund joined forces with B.C.'s Social Services Ministry, the City of Vancouver and the School Board to create this project. Three inner-city, elementary schools will leave their doors open for July and August to provide a secure, safe haven for children at risk. Children participating in the project will be served breakfast and lunch and will have the opportunity to take part in a host of activities developed to build skills and offer alternatives to a summer spent in crowded apartments or on dangerous streets. The project offers:

- a 24-hour phone number that children can call in times of crisis;
- a safe haven from 9:00 a.m. to 8:00 p.m.;
- an emotionally stable environment providing a calm, consistent, predictable, caring and structured atmosphere;
- nutritious meals and basic skills in food preparation;
- information to enhance street safety, social skills, personal safety, personal hygiene and other life skills;
- problem-solving and conflict-resolution training; and
- encouragement of the involvement of family members.

Achievements

The program is offered at Easter and Christmas and during summer holidays. It is well-attended. In the words of one child who attended: "I love it, I loved all of it. We played games and hockey and all that stuff." It is held in high esteem within the community as it provides a stimulating alternative to unsafe streets and parks. A school principal in the area noted that "eighty-five to ninety percent of the families in the area live below the poverty line. These families don't have access to the recreation programs that cost money and they can't afford the things some of us take for granted - a trip here, a pony ride there, even simple things like swimming."

Beyond life skills and positive interaction, the project fulfills some basic needs many take for granted, like meals and the opportunity for good hygiene and clean clothing.

Conclusion

This is not a band-aid project. It offers real opportunities and life-skills training at a critical age and children are occupied in useful activities. One of the workers on the KidSafe project noted that the project provides something more lasting than a hot meal or fresh clothing - an alternative to life on inner-city streets.

Dufferin Mall

Toronto, Ontario

Background

David Hall is the Manager of Operations and Development of the Dufferin Mall in Toronto. He is a strong advocate of the idea that the better the quality of life in a neighbourhood, the better the business environment.

The mall was experiencing serious problems related to youth, street drugs and safety for women. Many youth had to be dealt with at the mall on a daily basis, the majority being students at risk, drop-outs and gang members. Mr. Hall learned about the problems being experienced by both the mall and the community and began to develop policies to address them.

Description

Mr. Hall developed the mall's potential as a community resource to help address community issues. Through a series of negotiations, he brought services to the mall to address a variety of issues and problems. In effect, he brought the solutions to the problems.

A number of partners joined him in the following efforts:

- West Toronto Collegiate offered educational services, on site, for students at risk and drop-outs;
- many of the students that were hanging out at the mall now attend school there and work part-time to earn school credits;
- a local high-school has set up a school reentry program that has encouraged a number of students to return to school;
- a youth worker spends 40 percent of his time providing daily counselling on site (the youth worker provides a series of programs and organizes tournaments with equipment and trophies donated by the mall);

- mall security people ally themselves with the families of problem youth, involving families in the decision to ban young people from the mall for disruptive behaviour;
- an Economic Recovery Program of the Bloor Lansdowne Committee Against Drugs was established to offer programs to revitalize neighbourhood business.

Achievements

The initiative has resulted in a reduction in problems and demonstrated benefits to the population using the mall. Residents agree that the safety of the mall and the neighbourhood has improved. A number of young people have continued their education through outreach and educational opportunities offered at the mall. Job training opportunities have been created, and concrete changes, such as the attraction of more businesses and better business returns, have resulted from the Economic Recovery Program.

Conclusion

The Dufferin Mall, typically thought of as strictly a commercial site, has become a cornerstone of the community and a leader in dealing with both economic and social affairs. The project demonstrates the important role the private sector can play in meeting their own needs and those of the community by becoming an active partner, leader and resource within the community.

The Gwa ' sala - 'Nalxaxda' xw Band

British Columbia

Background

In December 1991, the elected Gwa ' Sala-'Nakwaxda' xw Council passed a motion supporting the development of a community-based program to deal with the problems of family violence and sexual abuse within their community. The resolution was passed in response to family members approaching councillors about the needs of children that had been affected by these issues.

Description

A steering committee was formed and has grown to 35 members. While a smaller committee was the original intent, community interest in the project and the sense of ownership made this impossible. The Steering Committee includes band councillors, elders, youth, community members and some social service and school staff.

The committee developed a comprehensive treatment strategy. A working group was established to develop an implementation plan, now known as the Family Intervention Program (FIP).

The key component is the involvement of community members in the preventive actions. An important objective is to eliminate unsafe and risky places that put children at risk. Actions to achieve this objective include:

- a community audit to identify the unsafe places and eliminate them;
- organizing parents and other concerned community members to clean up areas and tear down unused structures;
- organizing parents and elders to keep an eye on children through a block homes program; and
- community patrols from the time school lets out through the early evening hours and on weekends.

Achievements

The preventive component of the program has only recently been developed, but achievements are expected.

Conclusion

This community has initiated a dialogue about an important problem. Prevention is one part of a more holistic approach that meets the needs of those involved in order to "heal" the community. The initiative is community-based and driven and involves all key stakeholders.

Better Beginnings, Better Futures Project

Ontario

Background

The Better Beginnings, Better Futures Project originated with the Ontario Ministry of Community and Social Services. Responding to a 1983 Ontario Child Health Study, which found that one in six children has an identifiable emotional or behavioural disorder and that children living in families that received social assistance or who lived in subsidized housing were at even greater risk for these problems, the Ministry made a renewed commitment to prevention. Prevention was seen as the most appropriate and effective way of dealing with these problems and the drain that they create on families and public funds.

Children up to the age of eight, who live in 11 socio-economically disadvantaged communities in Ontario (including five First Nations communities) are the focus of the project. Funding is being provided to these communities for four years so they can provide services tailored to local circumstances. The progress of the children, their families, and their neighbourhoods will be monitored until the children reach their mid-twenties.

The Better Beginnings, Better Futures Project is funded by three Ontario ministries (Community and Social Services, Health, and Education), by the federal Department of Indian and Northern Affairs, and by the Secretary of State. The total provincial-federal funding for the first several years of the project came to approximately $7 million per year.

Description

The program was devised by a technical advisory group whose task was "to recommend a prevention model that had the greatest potential to prevent problems in child development for children living in economically disadvantaged communities/neighbourhoods." This group comprised 25 key program directors and researchers from across the province, representing a variety of disciplines and perspectives. They reviewed the literature and existing prevention programs in Ontario in several areas, including infant programs, preschool programs, primary school programs, community involvement, and applied research. They concluded that the model with the greatest promise of preventing problems in child development had seven major characteristics:

- based on known effective prevention programs;
- holistic;
- tailored to meet local needs and desires;
- comprehensive;
- high quality;
- integration; and
- meaningful parent and community resident involvement.

The Ontario Better Beginnings, Better Futures Project, which incorporates these seven characteristics, has three major goals:

- preventing serious social, emotional, behavioural, physical and cognitive problems in young children;

- promoting the social, emotional, behavioural, physical, and cognitive development of these children; and
- enhancing the abilities of socio-economically disadvantaged families and communities to provide for their children.

There are two types in the Ontario Better Beginning model:

- prenatal/infant development programs that integrate with preschool programs for children from conception to age four; and
- preschool programs that integrate with primary school programs for children between the ages of four and eight.

The major responsibilities of the 11 selected communities are "to develop and implement high quality prevention and promotion programs for young children and their families. These programs are to be characterized by the significant involvement of community residents in all aspects of program development and implementation, and integration of existing and new services for children and families." Parental participation in the program is encouraged, with at least half of the steering committee in each community consisting of parents or other community residents. Therefore, the community plays the crucial role in determining the kinds of programs that will be available and ensuring that they are appropriate in each community context. Thus, the project has the flexibility to deal with specific problems (e.g., racism, substance abuse) and to facilitate sensitivity to issues of language and culture.

Though program activities differ from community to community, the project generally includes the following major categories:

- home visiting;
- classroom enrichment;
- child care enrichment;
- other child-focused programs;
- family/parent focused programs;
- community-focused programs; and
- community healing.

Where possible, these services are delivered by members of the community using existing structures and resources. Facilitating interagency cooperation and transcending bureaucratic boundaries are major concerns in program development and service delivery. When possible, the programs are delivered by members of the community, thereby promoting further positive effects in family and community development.

The project also has a built-in research component to monitor program development and to analyze the effects of the project over time. The issue of cost effectiveness is also a primary concern of the evaluation research.

Conclusion

Better Beginnings, Better Futures is a model of a comprehensive and dedicated approach to crime prevention through social development. By incorporating evaluative research, our knowledge about the effectiveness of such programs is increased. Better Beginnings, Better Futures is an attempt to prevent crime and community disorder at its earliest stages - before they have a negative impact on the community and its citizens.

Mary Fix Catholic School

Mississauga, Ontario

Background

Mary Fix Catholic School is located adjacent to Iroquois Flats Park, a park popularly known as a place to drink, party, damage the surrounding area and litter. Unfortunately, due to the close proximity of the school to the park, it was not unusual for the Mary Fix School to suffer broken windows, graffiti and damage to the outside of the building. In addition, many of the activities carried out in the park were intimidating for students, parents, school employees, neighbours and local residents.

Steps were taken to reduce vandalism. It was hoped a public effort would send a clear signal to the offenders that the park was going to be made safe. Activities included upgrades and repair to damaged school property, more and improved vandal-resistant lighting, and enforcement of trespassing and vandalism charges. The vandalism worsened. The final act that spurred remedial action was the vandalizing and burning of a portable classroom.

Description

The school organized a public meeting to discuss concerns and possible solutions and to involve as many people as possible. More than 100 people attended this meeting, at which a steering committee was established to provide direction and approve recommendations from the wider community.

The following goals were established:

- that all acts of vandalism cease; and
- that Iroquois Flats Park no longer be an intimidating place.

Five general objectives were developed:

- Steps should be taken to make the police integrated partners in the effort to resolve the problem. (Police were given status as agents of the school board, enabling them to provide assistance, and lay charges, on school property.)
- Changes should be made to the school and park to reduce the opportunities for vandalism. (Underbrush in the park was cleared, dead trees removed, pathways paved and widened, vandal-proof lighting was installed throughout the park, garbage disposal containers were conveniently located and regularly emptied and ongoing maintenance was a priority to avoid deterioration.)
- Efforts should focus on encouraging more use of the park and school at various hours. (A play area was developed, including an outdoor rink, tennis court and creative playground that were used during and after school hours; benches were installed around the perimeter of the park and play area; a new after school recreation program was set up and managed by the City's Department of Recreation and Culture.)
- Communication should be established with those involved in the vandalism and anti-social behaviour. (The Fix Warriors, who were hanging out and partying in the park, were invited to meet with a small group of the committee. Twelve young men came to the meeting. They were asked to explain their perspective. They gave the following reasons for their behaviour: nowhere to go; nothing to do; unemployment; they did not belong; and they felt it was their school and their park.)

After a dialogue with members of the committee, gang members were encouraged to take part in renovating the park and were offered opportunities to use the park and school in acceptable ways. Through a field placement program, one of the offenders now organizes and manages some recreational programs.

The objectives of this program were achieved cooperatively. School children were encouraged (with rewards) to clean up litter, plant flowers and help to spread wood chips. The school now holds science and physical education classes in the forested area of the park. Residents were

encouraged to use the park for family and community events. A half-kilometre trail was cleared for walking and biking. Community work parties helped in the clean-up, which improved the cost-effectiveness of the program and helped develop a sense of shared ownership.

Achievements

The park is now in full use. The new activities program involves young people in the use and maintenance of the park. Vandalism has dropped dramatically. Many of those who had previously damaged the park and school are now involved in the productive use and maintenance of them, along with residents, school children and others.

Conclusion

The committee reduced the opportunity for vandalism and involved the whole community in redressing the situation, including those who had previously been damaging the park and school. They tackled the problems from many angles, from opportunity reduction to community and social development measures. Wrote one member of the community: "We see a park that is used by neighbours and local residents in an air of safety. We see a school that no longer experiences acts of vandalism. We see a community that can look at both the park and school with a feeling of pride in their accomplishments."

Tandem Montreal

Montreal, Quebec

Background

Crime problems can negatively affect the quality of life in a city. Through its preventive interventions in relation to the population of Montreal, Tandem Montreal is endeavouring to reduce, among many other things, the rates of theft, vandalism, violence and abuse, and to improve security for women, seniors and minorities.

Description

Tandem Montreal encourages people to adopt behaviours that prevent crime. The organization operates in partnership with other community groups and exchanges information with others across Canada. A special effort is made to convince municipal governments to participate in crime prevention strategies.

Tandem provides certain basic services without cost: engraving personal property, conducting inspections and evaluations, and holding meetings on crime prevention. It also takes part in studies on improving urban security, including exploratory after-dark walks to increase the security of women. It operates out of 17 service points throughout the city.

Accomplishments

Since Tandem Montreal was created in 1982, the rate of break and enter has fallen considerably. Through its many activities, Tandem has helped make people aware that they can do something about crime in their communities.

Conclusions

The main goal of Tandem Montreal is to give people a feeling of security through crime prevention activities. According to Tandem, the quality of life cannot be good where there is fear. Because of its involvement at the local and national levels, Tandem Montreal is one of the most important elements in the development of crime prevention in Quebec and in Canada.

Values, Influences and Peers (V.I.P.)

Ontario

Background

V.I.P. (Values, Influences and Peers) Curriculum Ideas for Teachers, 1984 was developed cooperatively by the Ontario ministries of the Solicitor General and Education to help grade six students develop positive self-images, values and good citizenship attitudes.

Description

V.I.P. is a preventative program, responding to the needs of young people. The program encourages a partnership of teachers and local police to plan and deliver program components that focus on values, making choices, responsibility, peer pressure, self-respect, respecting others and the rule of law. Delivered through schools as part of the curriculum, V.I.P. helps students to develop:

- a sense of self worth;
- a personal values system
- pro-social rather than anti-social behaviour;
- an awareness of the influence of peer pressure;
- good citizenship;
- an ability to recognize and cope with negative peer pressure;
- reasoning and decision-making skills related to pro-social behaviour;
- an awareness of the harmful effects of alcohol, drugs and smoking.

In April 1994, a review of all V.I.P. resource materials was begun. The goal is to update and develop a new resource guide, including sensitivity to racial, gender, multicultural and aboriginal issues, as well as information about peer mediation and conflict resolution. The program is also being examined to determine alternative methods of delivery, including the availability of resources in the police force and education system, as well as in the community.

Achievements

In 1993, the Solicitor General and Correctional Services coordinated a joint survey of police services and boards of education in Ontario to ascertain the level of participation, training, resources and commitment to the V.I.P. Program. Respondents (89 municipal police forces, 132 Ontario Provincial Police Detachments and 113 boards of education) reported active participation, shrinking resources, and all expressed an interest in new materials for future use. Some school boards reported that V.I.P. was part of their violence prevention strategy.

Conclusion

The V.I.P. Program has been evaluated as useful and effective by those who are involved in the program and benefit from it. It employs both interagency cooperation and coordination, along with an educational method of delivery.

Women Abuse as a Workplace Issue

Nova Scotia

Background

In April 1991, the Crime Prevention Society of Nova Scotia, in partnership with the Advisory Council on the Status of Women, the Transition House Society of Nova Scotia and the Public Legal Education Society, established a "Women Abuse as a Workplace Issue" committee to encourage employers to develop programs to deal with violence against women.

The project was developed because women abuse was recognized as an issue in which the workplace could play a supportive role. It was recognized that there was no acknowledgement or understanding of the problem in the workplace and energy used to deal with the problem of abuse caused great distress and interfered in the performance of employees.

Description

A subcommittee was formed to develop specific goals and a strategy for approaching employers. It identified the need for an educational program about women abuse, to train some employees to identify women who may be victims and to help them seek redress.

With a grant from the federal government's Victim Services Funding Program, the committee developed a two-day workshop and a handbook for workplace counsellors. The project was set up to:

- explore the issues for training for Human Resource, Employee Assistance and Occupational Health Nursing personnel to deal with the victims of woman abuse in the workplace;
- develop a resource package for employees who deal directly with victims of woman abuse; and
- design, facilitate and pilot a training session for those who deal directly with the victims of woman abuse.

Achievements

The project achieved all its objectives and realized additional benefits as well.

- A two-day skills-training workshop was organized and held for workplace counsellors.
- An outline of the skills-training workshop provides a practical guide for those wishing to organize similar events.
- A handbook, Woman Abuse as a Workplace Issue, was developed. It provides an overview of woman abuse, information on law and police policies, and a list of resources available in Nova Scotia.
- Similar projects from across Canada were identified, reviewed and drawn upon.

The success of this project was due to two years of developmental work carried out by the committee. Information was shared with a broad range of organizations and working partnerships were established between public, private and front-line services. The initiative was owned and carried out by all those involved.

Beyond these accomplishments, a number of other successes were achieved:

- The CBC Radio Noon Hour Phone Show featured the topic of woman abuse as a workplace issue. This provided an important opportunity to raise awareness.
- An evening panel discussion was organized after the training workshop. The panel discussion provided an opportunity to debate the specifics of setting up a program, ensuring cultural sensitivity, and making services more accessible and user-friendly for women.

- Several new training initiatives were identified by workshop participants. Suggestions included training for union members, public health nurses, real estate agents, and immigrant and minority groups.
- Many workshop participants made commitments to promote the information and awareness training in their workplace.

Conclusion

As a result of the success of this initiative, the Woman Abuse as a Workplace Issue Committee was bombarded with requests for resources and support. They are making plans to ensure their progress continues. Plans include the organization of a follow-up workshop to evaluate progress by participants from the first workshop, share their knowledge with others across the country, and link up with representatives from other Nova Scotia communities to expand the initiative across the province.

Moncton Headstart

Moncton, New Brunswick

Background

Moncton Headstart was founded in response to one person's recognition that there were "at risk" children in her community. It officially began in the winter of 1974, with a small staff operating from an apartment in central Moncton. In the beginning, it was a free daycare for children whose parents could not afford outside care and were living in disadvantaged circumstances.

To achieve significant progress in affecting the quality of life of these children, it became obvious that parent involvement and training was required.

Description

The organization has grown to serve parents and children in an increasing number of ways.

Headstart is a place where pre-school children can begin their learning in an environment sensitive to their particular needs. The program aims to break the welfare cycle by a series of interventions in all areas of the child's life - economic, physical, social and intellectual. The approach is based on research showing that the earlier the intervention, and the longer the support lasts, the greater the rate of success.

The goals and objectives of the Moncton Headstart program are to:

- provide socially, emotionally and educationally disadvantaged parents and pre-school children with a professional, non-threatening and accessible learning environment that will enable the family to become self-sufficient and full members of the community;
- assist parents in fulfilling the basic needs;
- develop a relaxing and enjoyable environment for the children;
- tutor the children to help them reach, or stay at, the same level as others in their class.
- increase each child's self-esteem so they are able to confront new challenges;
- maintain good relationships with children at risk, and their families, and to assist them in keeping the family unit together.

The programs offered to achieve these ends include: early family intervention; a food bank; the Teaching Kitchen; a literacy program; Future Horizons Housing Inc.; The Lorne Preston Scholarship Fund; and Headstart and the Community. They provide a varied range of services:

- access to housing;
- exposure to role models;
- food and clothing;
- providing learning opportunities;
- teaching responsibility;
- offering encouragement and praise;
- providing choices and options; and
- working directly with schools.

Achievements

The Moncton Headstart program addresses the needs of people in crisis and in breaking generational cycles of poverty and despair. The typical Headstart parent began life in a state of neglect and abuse, with non-working parents, poor nutrition and a school career that did not bolster self-esteem. The program identifies children at risk, up to the age of six, who are in need of food, clothing, shelter, safety and security, and love.

In concrete terms, the program empowers participants to move forward in life, gaining literacy and job skills, developing coping and parenting abilities, and building better support networks. For the children, the program offers them a new start, one in which basic needs are met.

Conclusion

The Moncton Headstart program provides children and parents with the tools required to integrate into a world where many of them previously felt they did not belong. The program shows that investment in children under the age of six and in their families has long-term benefits for society as well as for the individuals involved.

Hotels, Crime and Problem Solving on the Beat

Edmonton, Alberta

Background

One police beat in Edmonton, comprising 49 city blocks of residences, business offices and hotels, had serious crime problems. One hotel in particular called police frequently to deal with drunkenness, fighting, knifings and drug transactions. These problems were due, at least in part, to absentee owners and the involvement of some of their staff in selling stolen property and assisting in the solicitation of prostitution.

Description

Traditionally, police reacted to each incident as it arose. In an effort to respond more strategically, the police department took a problem-solving approach that involved the community and other agencies. Elements of the approach included:

- an analysis to identify reasons for the high crime rate in the Canora neighbourhood area of the city;
- the development of crime reduction goals, in concert with residents and business owners;
- the development of strategies, which involved the community, to achieve these goals;
- an identification of the partners needed to make the strategies work; and
- as a start, the establishment of a foot patrol of the Canora Neighbourhood - one officer, and a store-front beat officer.

The analysis showed that the high crime rate developed from a number of factors: absentee owners, lack of management, a willing customer base, a lack of legislation governing liquor licensees, and the low priority of this problem within the police force. The analysis showed that reducing crime would require a more strategic approach than simply responding to incidents as they arose.

Achievements

After two and a half years, the following results were achieved:

- several drug dealers were arrested and charged;
- hotels entered into a formal networking agreement that foiled drug dealers who attempted to relocate;
- business improved throughout the neighbourhood, including at the hotel that had called most frequently for police assistance;
- a university study found that the community-based policing strategy resulted in fewer calls for service, including those for drug abuse and family violence;
- a number of other agencies were included in the strategy, such as Alberta Family and Social Services, Alberta Liquor Control Board, Alberta Solicitor General's Department, and the Royal Canadian Mounted Police, resulting in comprehensive and improved service delivery;
- residents, particularly elderly residents, reported that the neighbourhood had become safer and that they had an improved sense of personal security.

Conclusion

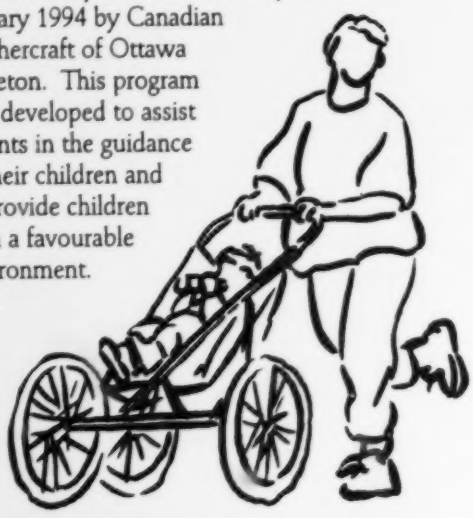
The Edmonton Police were succesful with their community-based policing and problem-solving approach. Their work, in partnership with residents and other agencies, enabled the community to regain part of a neighbourhood that was disintegrating. The results of their work were both successful and measurable.

Parent Companions

Ottawa, Ontario

Background

"Parent Companions" was set up in January 1994 by Canadian Mothercraft of Ottawa Carleton. This program was developed to assist parents in the guidance of their children and to provide children with a favourable environment.



The program is specifically developed to help young single parents deal with the realities of raising a family and to learn relevant skills.

Description

The program is for single mothers or fathers who are under 25 and have a child under the age of five. These parents are matched with older, more experienced parents. Training is provided and volunteers are expected to make a two-year commitment involving two to three visits per week.

The goals are to:

- provide an opportunity for parents to enhance their competencies and confidence;
- reduce stressful family environments, thereby strengthening the family.

These goals are achieved through advice and assistance that is offered in a non-judgmental and culturally and socially sensitive manner. The program tailors its efforts to the individual needs and goals of each family. All services are delivered with the longer-term objective of fostering and encouraging independence within each family.

The program offers a number of services, including:

- education (parenting skills, child development);
- health (nutrition, safety, abuse, substance abuse);
- improved self-esteem, motivation and a reduction in levels of stress;
- improved peer support; and
- improved problem-solving abilities and life skills.

Achievements

The program has met with great success. Fifteen volunteers have been trained, and they have started to deliver services to 10 single mothers. An additional 32 volunteers are being trained.

Participants have noted definite improvements in their abilities to cope and learn about building their families. Some young parents have noted that they have greater confidence, are less isolated, and have began pursuing other goals (such as returning to school).

Conclusion

"Parent Companions" is meeting an important need within the community. There is a very large demand for the program's services.

Joyce Road Community Crime Prevention Office

Vancouver, British Columbia

The Joyce Road Area Planning Association was originally set up to deal with the rezoning for a Skytrain Station. However, it continued to meet to consider other community concerns. In response to a city survey that identified safety as an issue, and the fact that their community had the highest crime rate in the city, the group approached the city and the police to explore the establishment of a community police station in their neighbourhood.

Since there were no resources for this, the group met with police officials and agreed to establish a community crime prevention office that would be supported by police but resourced and staffed by the community. All partners agreed that the program would be given a six-month trial run.

Description

A coordinator was hired to be responsible for the day-to-day administration of the office, including: recruiting and working with volunteers; organizing Block Watch and the Citizens Crime Watch program; public relations; and liaising with the police and other agencies.

The objectives of the program were to:

- create a safer community where residents are empowered to improve their neighbourhood;
- reduce criminal activity;
- build a stronger sense of community;
- liaise with police to discuss service requirements for the community;
- encourage community participation; and
- create a community that is safe and free of fear.

Police officers randomly visit the office and assist with volunteer training, and are provided keys to access and use the office anytime.

Achievements

Within six months of operation, the crime rate in the neighbourhood appreciably decreased. The police, coordinator and volunteers report the following achievements:

- the participation of 140 volunteers;
- the establishment of a training program and procedural manual for the office;
- private sector sponsorship;
- increased police participation and visibility within the community;
- new community safety programs, organized and operated out of the program; and
- increased community awareness and participation in crime prevention programs.

Conclusion

The program is in its first year of operation, yet the success to date and the positive community response have ensured its continued existence. The program is an excellent example of a community-led initiative in which a community association developed a way to meet the safety needs of their community.

The Law of the Land

Alberta

Background

The Law of the Land is a crime prevention education program based on the book by the same title, written by Gordon Leigh to help grade six students know the law and understand the *Young Offenders Act*. The program was introduced in 1990 by the Lethbridge John Howard Society as part of the larger Criminal Justice Education Program funded by the Alberta Law Foundation. The Law of the Land program is delivered to elementary schools throughout the judicial districts of Lethbridge and Macleod in southern Alberta. A companion program based on *The Values Book* began in 1994 to teach values and the rules and laws that stem from values. This program is provided to grade four students in preparation for the Law of the Land program at grade six. *The Law of the Land, a Criminal Code for Kids* (1990) is published independently and acts as a resource for a number of police service and school programs in several provinces. *The Values Book, a Catalogue of Values Rules and Laws for Kids* (1994) is finding similar acceptance in school programs across Canada.

Description

Programs using *The Law of the Land* and *The Values Book* vary from province to province, either integrating the text into existing programs or developing entirely new programs based on the literature. In Lethbridge, Alberta, the grade four Values and grade six Law programs are delivered by the Lethbridge John Howard Society's Criminal Justice Education Coordinator, who schedules the program into local schools. In rural areas, the coordinator is joined in the classroom by local police officers or officers from RCMP detachments. The Values program consists of a single presentation in which a puppet, operated by the coordinator, interacts with the police officer to explain values and examples of rules and laws that come from values. *The Values Book* is used as the text. A teacher's guide, complete with lesson plans, overhead mats and values-based children's stories, is provided to the school teacher to continue the values course after the introductory class. The grade six Law of the Land program consists of three classes covering Why We Have Laws and How Laws Are Made; The *Young Offenders Act*, Arrest and Court Procedures; and Penalties For Young Offenders. Police officers participate in the grade six rural program as well, and *The Law of the Land* is used as the text, along with a video based on the book. A unique feature of both programs is that students are allowed to keep their books to take home and involve their parents. Books are paid for by local sponsors. A poster campaign using illustrations and text from *The Law of the Land* is paid for by local businesses to reinforce the program at local business premises and in shopping malls.

Achievements

The *The Law of the Land* and *The Values Book* explain values and laws at the reading and concept level of elementary school children. According to a search conducted by one board of education, there is no equivalent resource in Canada.

Both school books are generic in content and have been evaluated by boards of education in several provinces and found to meet reading levels, curriculum content, standards of tolerance, and other standards.

A test conducted by the Winnipeg Police Service with 520 grade six students from different types of schools demonstrated a dramatic reduction in errors made by students in response to questions about the law following instruction based on *The Law of the Land*.

The *Law of the Land* is used as a text in police service and individual school programs in major cities and rural centres in seven provinces. More than 70,000 copies had been purchased prior to 1995. The Values Book (1994) is in growing demand.

In 1992, a partnership was formed between the Lethbridge John Howard Society and the Lethbridge Subdivision RCMP to provide crime prevention education at the elementary school level through agency and police personnel working in

classrooms together. This partnership is possibly unique in Canada.

In Lethbridge and southern Alberta, more than 4,000 elementary school students per annum receive instruction in the Values Rules and Laws and the Law of the Land programs.

Conclusion

The Law of the Land is a step-by-step approach to teaching children the relationship between values and laws and to educating them in the young offender justice system. The program has demonstrated the effectiveness of having police and community working in partnership to provide crime prevention education programs.

Yours, Mine and Ours: Ontario's Children and Youth — Phase One

Ontario

Background

The 1991 report of the Premier's Council on Health entitled, ***Nurturing Health: A Framework on the Determinants of Health,*** called for a healthy child development policy.

Out of this recommendation, the Children and Youth Committee of the Premier's Council on Health, Well-being and Social Justice, comprised of parents, doctors, cabinet ministers, teachers, public servants, scientists, business people and advocates was formed. Over two years they worked together to develop a framework of understanding and action for the healthy development of children and youth and produced the strategy, "Yours, Mine and Ours: Ontario's Children and Youth, Pahse One."

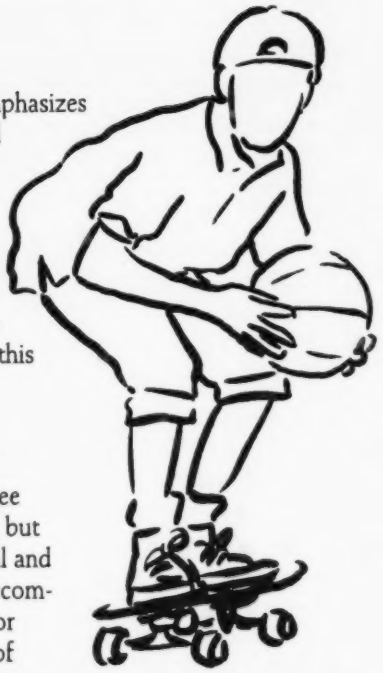
Description

"Yours, Mine and Ours: Ontario's Children and Youth – Phase One," contains several recommendations. It analyzes research and outlines four transitions experienced from childhood to adulthood: Transition to Life; Transition to School; Transition to Adolescence; and, Transition to Work Roles, Community and Family. The report details key directions and recommendations for each of these four transitions for all children and youth.

The Committee endorsed early childhood intervention to promote health and support and nurturing for healthy development through the transitions into adulthood. The report calls for a united approach between service systems and community institutions.

Achievements

"Yours, Mine and Ours: Ontario's Children and Youth — Phase One," outlines recommendations and a framework for action to achieve a healthy and productive environments for children and youth.



The report emphasizes the health and well-being of our children and youth are very important to the success and future of this country.

Conclusion

The Committee has set a high but attainable goal and challenging recommendations for the Province of Ontario and its communities. This Committee identified transitions in human development and the determinants that can change life chances positively for children and youth. The goal of this strategy is to use the "report card" on achievement as a tool to enable communities and the province to gain an understanding of the condition of children and youth, to determine how to achieve a healthier environment for them. If these recommendations are implemented the Committee maintains that these improvements for children and youth will be cumulative.

The challenge is to value *all* children and youth, give them the healthy start in life they deserve and the support they need to grow into responsible, healthy adults.

Harambee Centres

National

Background

Harambee Centres Canada was founded in 1985 to help integrate African-Canadians into the mainstream by encouraging a sense of pride in their roots and by delivering culturally sensitive services.

"Harambee" is a Swahili word that means "let us all pull together." This meaning is reflected in the organization's strategies of self-help and interdependence and in the network of centres across Canada that work together.

Description

Harambee is headed by a management team of eight. There are committees for specific areas such as education, community economic development, housing and policing.

Harambee is committed to addressing its clientele's concerns in a comprehensive manner, without duplicating existing social services. The organization serves as a liaison between the community and the educational system, police services and employers.

Harambee offers a broad range of services determined by clientele in each local area. There are currently seven Centres across Canada, in Vancouver, Edmonton, Regina, Winnipeg, Toronto, Ottawa and Montreal. Typical programs include:

- tutorials for children and adults - cultural and academic;
- liaison between police services and the community;
- child and family service counselling;
- stay-in-school programs;
- seminars on employment, education and other topics of interest to the community; and
- pre-employment training, employment training, and assistance in finding jobs.

Most of the programs are organized and implemented by professionals who donate their time.

Achievements

Harambee Centres respond to a real community need. Their work has resulted in the integration of African-Canadians within mainstream society. They successfully meet the needs of this population and achieve broader opportunities and linkages with other organizations.

Conclusion

Harambee Centres are an excellent example of responding to the specific needs of a sector of society. Their services are developed in close cooperation with those who require services. Harambee Centres are especially important in ensuring that service delivery is sensitive to cultural needs and differences.

The Safe Neighbourhood Initiative

Toronto, Ontario

Background

The Safe Neighbourhood Initiative (SNI) was launched within the Metro Toronto Housing Authority (MTHA) in March 1991. The Initiative comprises the security measures undertaken by 11 communities within the Authority. It is an effort to address "significant crime-related problems faced by many neighbourhoods that provide housing to the economically disadvantaged - problems compounded by the absence of a comprehensive, practical and effective strategy to deal with them." The Initiative employed a set of strategies known as the Strategic Security Framework. A joint evaluation by the MTHA and the Canada Mortgage and Housing Corporation (CMHC) shows that these strategies are effective in increasing security in both public and private housing communities. The framework suits the needs of those directly involved in improving the security of communities.

Description

The Safe Neighbourhood Initiative has an ongoing concern with the improvement of security. Whenever possible, new initiatives aimed at improving security build upon existing initiatives, organizations and resident and staff resources in the community. These initiatives must be part of an ongoing security process as problems persist or new problems emerge.

The Strategic Security Framework approach is community and problem specific, "focusing on specific threats to security, involving all parts of a community and all types of resources, and setting priorities according to effectiveness." The SNI has the following features:

- Initiatives are community driven. Residents and staff identify security threats, are involved in the response taken, and participate in the evaluation.
- Initiatives require the active support of the MTHA board and headquarters staff.
- Some communities also involve other stakeholders in a significant way (e.g., community centres, police).
- The types of security measures vary but typically contained physical security (e.g., locks, cameras, landscaping), direct security (e.g., foot patrols) and community development (newsletters, murals, community development workers).

The Safe Neighbourhood Initiative affirmed that community development is often a very important part of security strategies, particularly when it is carried out by staff and residents of the community.

The identification of security threats involves careful assessment of the threats, and developing appropriate responses. Factors examined included:

- type of threat
- spin-offs
- seriousness of threat
- type of offender
- type of victim
- location
- timing

The strategies varied considerably, depending upon the type of security problem, the areas where the problem arose and the times when it occurred. Most of the strategies required a local community focus but support from the corporate level. This approach to security problems ensured that resources were directed to priority issues, as identified by staff and residents.

Achievements

Most of the staff and residents involved in this program believe that SNI initiatives have a significant impact on community safety. They report that people feel more secure in nearly all of the 11 communities. Other positive effects included a drop in the number of requests by residents for transfers to other communities, an increase in personal pride and sense of community, and a greater willingness to share power. The number of spin-off programs also increased. The Strategic Security Framework is a useful way to maintain and change security initiatives, as required. The framework helps communities as they seek continued corporate support for their initiatives.

Conclusion

The Safe Neighbourhood Initiative and the Strategic Framework are useful and adaptable tools for preventing crime in public and private housing communities. The evaluation conducted by CMHC and MTHA will be useful to other communities who may be planning or implementing similar programs. The initiative demonstrates how citizens can identify and contend with problems themselves, and how larger organizations can support and facilitate these initiatives. The collaboration of CMHC and social housing agencies across the country has resulted in a communications network. Through this network, people in public housing communities are sharing information and making their communities safer.

Perry Preschool Program

Michigan, U.S.A.

Background

Thought has often been given to the idea that by providing targeted daycare to children in need, it may be possible to enrich their lives and increase their chances of a fruitful future. The Perry Preschool Program in Ypsilanti, Michigan, is an example of targeted, good daycare.

Description

The program is one of very few to have considered the link between preschool education and delinquency. This program strikingly demonstrates the benefits of high-quality early childhood programs for disadvantaged children. It proves that preschool participation can increase the proportion of young people who, at age 19, are literate, employed and enrolled in post-secondary education. It can reduce the proportion who drop out of school, are labelled mentally challenged, are arrested or on social support. There are also benefits for the parents of these children.

Achievements

An economic cost-benefit analysis of the Perry Preschool program and its long-term effects revealed that it is an excellent investment, saving six times the amount invested in a one-year program and three times that invested in a two-year program. However, it is important to stress that these positive effects were found only in good preschool programs.

Conclusion

The Perry Preschool Program demonstrates that early investment targeted to children in need is indeed an excellent means of reducing a child's chances of becoming involved in criminal behaviour and results in a broad range of other benefits as well.